

Date of Meeting: November 8, 2006

**BOARD OF SUPERVISORS**

**ACTION ITEM**

**#13**

**SUBJECT:** CPAM 2005-0003, Upper Broad Run/Upper Foley Subareas

**ELECTION DISTRICT:** Dulles

**CRITICAL ACTION DATE:** November 26, 2006

**RECOMMENDATIONS:**

**Board of Supervisors:** On November 6, 2006 the Committee of the Whole forwarded CPAM 2005-0003, Upper Broad Run/Upper Foley Subareas Comprehensive Plan Amendment to the Board of Supervisors with a recommendation of denial 5-2-2 (Burton, Kurtz, Staton, Waters, York – yes; Snow, Tulloch – no; Delgaudio, Clem – absent) based on inadequate assessment of impacts due to increased residential densities. The Committee also recommends the Board adopt a resolution reaffirming the existing land use policies for the CPAM area (Attachment 1).

**PLANNING COMMISSION RECOMMENDATION:**

**Planning Commission:** On August 28, 2006 the Planning Commission voted 6-2-0<sup>1</sup> (Elgin, Klancher, Syska, Ruedisueli, Volpe, Whitmore – yes; Doane, Hsu—no) to forward CPAM 2005-0003, Upper Broad Run/Upper Foley Transition Subareas to the Board of Supervisors with a recommendation of approval.

**STAFF RECOMMENDATION:** Staff supports the Committee's recommendations to deny the plan amendment and reaffirm the existing land use policies for the CPAM area.

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**EXECUTIVE SUMMARY**

The proposed policies and land use maps increase residential densities providing for a suburban design pattern in the Transition Policy Area and make the following policy changes (Attachment 2):

- Provide for residential densities up to 4 dwelling units per acre in the two Subareas;
- Designate areas for higher residential densities at key intersections;
- Change the Revised General Plan Planned Land Use Map for properties north of Route 50 from Industrial Community to Business Community; and,
- Provide policy direction for unmet housing needs.

**DRAFT MOTIONS:**

1. I move that the Board of Supervisors adopt the Resolution (Attachment 1, Action Item #13, November 8, 2006), and deny CPAM 2005-0003, Upper Broad Run/Upper Foley Comprehensive Plan Amendment and reaffirm the existing land use policies for the CPAM area.

**OR**

2. I move an alternate motion.

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<sup>1</sup> The Dulles District did not have representation present with the resignation of Commissioner Beerman.

## BACKGROUND:

The Upper Broad Run and Upper Foley CPAM is based on six applicant-initiated CPAMs<sup>2</sup> for properties located within the Transition Policy Area and parts of the Suburban Policy Area that were accepted for review by the County in November 2004. The six applicant-initiated CPAMs proposed specific policy changes to the Comprehensive Plan to provide for a different community development pattern and increased residential densities in the Upper Broad Run and Upper Foley Subareas, and in portions of the Suburban policy areas.

On March 1, 2005, the Board directed that these six applicant-initiated CPAMs be consolidated into one review of the area that encompasses all properties within the Upper Broad Run and Upper Foley Subareas.

On August 28, 2006, the Loudoun County Planning Commission voted to forward CPAM 2005-0003, Upper Broad Run/Upper Foley Transition Policy Subareas, to the Board of Supervisors with a recommendation of approval. The proposed amendments support development densities of 4 dwelling units per acre in most of the Upper Broad Run and Upper Foley Subareas. The Planning Commission recommended a concept for residential communities built out at suburban densities throughout the CPAM area. This concept further envisions higher residential densities and commercial uses possible at key intersections and along the Route 659 Relocated corridor, and lower densities adjacent to the Rural Policy Area to the west and Bull Run to the south.

The CPAM would also amend the Revised General Plan Planned Land Use Map for portions of the properties in the Suburban Policy Area west of Arcola. The CPAM proposes to change the designations for these properties from Industrial Community to Business Community, which could introduce residential opportunities (Attachment 2, Current and Proposed Planned Land Use Maps).

## ISSUES

On October 10 and 14, 2006 the Board of Supervisors held a Public Hearing on the proposed amendment. A total of 185 members of the public provided verbal or recorded comments, and staff received numerous written comments as well. The majority of comments received expressed concern regarding changes in planned land use patterns in the two Subareas and the resulting increase in residential densities.

On October 17, 30, and November 6, 2006 the Board of Supervisors met in Committee of the Whole to discuss the proposed plan amendment. On October 30<sup>th</sup>, the Board received a presentation from George Mason University regarding the University's plans for a potential Loudoun campus adjacent to Route 659 Relocated. The Board also received recently drafted countywide housing policies from the Housing Advisory Board.

Board concerns discussed during these meetings include:

- Potential build out of residential units based on various density scenarios;
- transportation and fiscal impacts of increased residential densities;
- location of the proposed George Mason University campus and development-related issues; and
- affordable housing.

<sup>2</sup> CPAM 2004-0019 Westport, CPAM 2004-0021 Greenvest/Dulles South, CPAM 2004-0022 Shockey Family, CPAM 2004-0027 Stone Ridge West, CPAM 2004-0029 Rouse Traditional Residential Neighborhood, and CPAM 2004-0031 Braddock Village.



The Committee voted to recommend denial of the CPAM and suggested that the Board reaffirm the existing land uses for the CPAM area. However, the Committee highlighted the need for affordable housing in the County and it was suggested that the Board consider addressing affordable and workforce housing issues and the draft housing policies developed by the Housing Advisory Board under a separate effort.

**STAFF CONTACT:** Cindy Keegan, Project Manager

**ATTACHMENTS**

1. Resolution, Action Item #13, November 8, 2006
2. Draft Policies, CPAM 2005-0003, Upper Broad Run/Upper Foley Subareas with proposed land use maps

## RESOLUTION

**IN RE: Comprehensive Plan Amendment (CPAM) 2005-0003, Upper Broad Run/Upper Foley Subareas**

WHEREAS, the current comprehensive plan (*The Revised General Plan*), was adopted in 2001 and includes, among other planning policies, the designation of a Transition Policy Area including the Upper Broad Run and Upper Foley watersheds between the Rural and Suburban Policy Areas;

WHEREAS, in 2003, the Board of Supervisors adopted a new comprehensive zoning map that rezoned this portion of the Transition Policy Area to maintain pre-existing residential density while requiring clustered development in this area of the County;

WHEREAS, on April 20, 2004, the Board of Supervisors further amended *The Revised General Plan* to permit the extension of central water and sewer to better protect public health and safety in developments under existing zoning in this portion of the Transition Policy Area;

WHEREAS, upon receiving several proposals from landowners in this portion of the Transition Policy Area for amendments to the County's comprehensive plan, the Board of Supervisors directed a general review of land use policies for the Upper Broad Run and Upper Foley watersheds (CPAM 2005-0003, Upper Broad Run/Upper Foley Subareas);

WHEREAS, after careful deliberation, the Board of Supervisors finds it inadvisable to amend *The Revised General Plan* for this area as proposed and examined;

WHEREAS, the Board of Supervisors finds that the proposed amendments to *The Revised General Plan* would not create a balance of employment uses in conjunction with the proposed increase in residential densities; would create undue fiscal stress for the County to provide needed facilities and services; and are not necessary to address housing demands in the foreseeable future;

WHEREAS, the Board further finds that increasing the intensity of land uses in this portion of the Transition Policy Area would create unacceptable impacts on Route 50 at this time, particularly with the lack of state funding for transportation improvements; now therefore

BE IT RESOLVED, that the Board of Supervisors rejects Comprehensive Plan Amendment (CPAM) 2005-0003, Upper Broad Run/Upper Foley Subareas, and reaffirms the existing land use policies for this area as set out in *The Revised General Plan*. BE IT FURTHER RESOLVED, that this action encompasses all plan amendment proposals received from landowners in the area encompassed by CPAM 2005-0003.

Date:  
Voting in Favor  
Voting Against  
Abstaining:  
Absent:

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**CPAM 2005-0003, Comprehensive Plan Amendment  
for Upper Broad Run and Upper Foley Sub-areas**

**Proposed Revised General Plan Policy Amendments**

**July 6, 2006**

**DRAFT**

*The following policy language and land use maps will be added to the Revised General Plan. Other policies of the Comprehensive Plan will apply as appropriate.*

**Chapter 2- Planning Approach**

*(Amend text, p. 2-13):*

An adequate supply of varied types of housing in convenient locations is a fundamental ingredient of an enduring community. The creation of sustainable housing requires that the pattern of residential development - its design, density, location and performance - benefit the user now and over time. The primary housing objective is to assure that all existing and future County residents can be served by a range of housing opportunities. To accomplish this purpose, a diversity of housing types in a broad range of prices should be provided. Housing opportunities must be available in all areas of the County. Housing for special populations incorporating a programmatic approach also must be furnished. Unmet housing needs will be determined in accordance with criteria to be developed by the Housing Advisory Board and updated periodically.

*(Amend Policy 2, p. 2-14):*

2. The County encourages a variety of housing types and innovative designs to be developed in mixed-use communities to assist fulfilling unmet housing needs.

*(Amend Policy 4, p. 2-14)*

4. The County will identify options for unmet housing needs in the Transition Policy Area not covered by the ADU zoning ordinance and work toward an implementation plan.

*(Amend Policy 13, p. 2-14):*

13. Developers of residential and mixed-use projects are encouraged to include proffers to fulfill unmet housing needs in their development proposals.

*(Amend Policy 3, p. 2-15):*

3. In the Transition Policy Area, the County supports the development of retirement housing in the form of active adult and continuing care retirement communities. These developments should generally follow the design guidelines

outlined for mixed use communities and villages with densities not to exceed the maximum permissible rezoning densities in the respective Transition Policy Area sub-area.

*(Add Policy 24, p. 2-15):*

24. The County will explore options for the creation of programs, tools and incentives both publicly and privately developed that will fulfill unmet housing needs.

*(Add Policy 25, p. 2-15):*

25. The County will examine the authority to establish and use the benefits of Housing Trust Funds to help fulfill unmet housing needs.

*(Add Policy 26, p. 2-15):*

26. The County will encourage public and private initiatives to provide increased housing opportunities for residents and the local workforce. Both programmatic and design approaches will be encouraged in all projects to fulfill unmet housing needs.

*(Add Policy 27, p. 2-15):*

27. Housing that is developed to fulfill unmet housing needs should be located near employment opportunities, community services and amenities.

*(Amend text, p. 2-22)*

The policies in the Revised CTP and *Revised General Plan* clarify the County's land use and transportation strategies for the Suburban Policy Area, the Transition Policy Area, the Towns Policy Area and the Rural Policy Area. Overall, the policies affirm that the County will direct most of its transportation resources in the next twenty years to the Suburban Policy Area, the Transition Policy Area and the Towns. Only basic safety improvements to roads in the Rural Policy Area are anticipated. Planned road improvements in the Transition Policy Area will reflect planned development densities. For a complete description of the County's transportation policies, refer to the Revised CTP.

## Chapter 8-Transition Policy Area

### General Policies

*(Amend Policy 9, pg. 8-2)*

9. The County will support a road and transit network as well as carpooling/vanpooling services and a park-and-ride lot(s) in the Transition Policy Area that will accommodate traffic associated with the ultimate planned densities. Planned roadway alignments shown in the *Revised Countywide Transportation Plan* are conceptual and subject to further engineering. Alignments will be further refined as part of the planning process and through the land development application process.

*(Add Policy 11, p. 8-2)*

11. To protect stream and wetland habitat in the Broad Run watershed, the County encourages mitigation of impacts to streams and wetlands occurring within the Upper Broad Run sub-area with a prioritization for mitigation as follows: (1) on site through design, (2) within the Upper Broad Run sub-area, (3) in other sub-areas within the Broad Run watershed, (4) within the County, and (5) meeting state and federal requirements, subject to approval by the U.S. Army Corps of Engineers and the Virginia Department of Environmental Quality.

*(Add Policy 12, p. 8-2)*

12. Those properties north of Route 50, designated on the Revised Land Use Map as Business, will develop in a pattern consistent with the Business communities in the Arcola Area and Route 50 corridor to the east.

### Community Design Policies

*(Amend Policy 1, pg. 8-6)*

1. Residential uses within the Transition Policy Area may be developed in a variety of forms including, but not limited to, mixed use communities, Rural Villages, Countryside Villages, and Residential Clusters provided that residents are always near community facilities and amenities and that the development is consistent with topography and natural resources in those particular parts of the Transition sub-areas consistent with the density policies of the given sub-area.

*(Add Policy 4, pg. 8-6)*

4. New development in the Upper Broad Run and Upper Foley sub-areas will reflect the Recommended Land Use Pattern Map. Residential densities up to four dwelling units per acre may be permitted in the Upper Broad Run and



Upper Foley sub-areas, as illustrated on the Recommended Land Use Pattern Map, and where such development would implement the County's fiscal, economic and community design objectives, provide unmet housing needs, create an affordable lifestyle and sense of community for residents, and implement the County's Green Infrastructure policies. Such development will be contingent on:

- a. Availability of central utilities;
- b. Safe and adequate roads, transit, pedestrian and bicycle trail connections between neighborhoods and employment, shopping and services;
- c. A range of housing types;
- d. A mix of non-residential uses that will be convenient to residents and minimize local traffic on regional roads;
- e. Protection of environmental features; and
- f. Access to community facilities and services whether public or privately managed.

Within the area west of the village of Lenah and between Route 50 and Bull Run, including the existing Lenah Run and Marches subdivisions, new residential densities will incorporate low densities, residential clusters, and passive open space to match the existing development pattern.

Within 1800 feet of the Bull Run, new residential densities will not exceed one dwelling unit per acre and will incorporate passive open space and environmentally sensitive design and construction techniques to protect the Bull Run water quality. Density within this area may be transferred to adjacent areas for environmental reasons.

North of Route 50, developments adjacent to the Rural Policy Area will use low densities, residential clusters, passive open space or active outdoor recreation facilities to establish a transition or greenbelt as they approach the Rural Policy Area.

Within the Route 50 corridor, new development will utilize substantial setbacks, and landscaping to create a parkway design consistent with the recommendations of the Route 50 Task Force. New uses and densities within the corridor will be consistent with existing densities and uses. New development will minimize direct and over the long term eliminate direct access to Route 50.

Densities may exceed four dwelling units per acre where the residential development is (1) adjacent to and linked by roads, pedestrian paths or construction timing to employment developments, (2) integrated within mixed use retail and employment centers, or (3) adjacent key transportation centers such as arterial or major collector road intersections or transit centers.

*(Renumber Policies 5 through 27, pgs. 8-6 thru 8-8)*

5. The County will revise the existing regulations in the Zoning Ordinance to

require clustered development patterns with a minimum of 50 percent of the site maintained as open space and no minimum lot size to promote housing type diversity.

6. In the Lower Foley sub-area, densities up to two dwelling units per acre can be developed in Countryside Villages, with a minimum of 50 percent of the site maintained as open space. With density transfers from the Lower Bull Run sub-area, up to three dwelling units per acre may be possible.
7. The Lower Bull Run sub-area is planned for one dwelling unit per three acres. The County will provide the option to rezone to a Rural Village with a density of one dwelling unit per three acres in accordance with the 1993 Zoning Ordinance. Development will be clustered to maintain a minimum of 70 percent of a site as open space. Density transfer to the Lower Foley sub-area is encouraged in accordance with the Density Transfer Guidelines of this Plan.
8. The design guidelines for the Lower Sycolin, Middle Goose and Lower Bull Run sub-areas will incorporate the design criteria for Rural Villages in the existing 1993 Zoning Ordinance, to foster developments in the character of Rural Villages.

*(Amend new Policy 9, pg. 8-6)*

9. Residential Cluster development in all Transition Policy Area sub-areas close to the Rural Policy Area will develop as clusters of 5 or more units with predominantly single-family detached residential units. The Residential Cluster is intended to draw from the traditional development pattern of Rural Hamlets and facilitate a transition in the scale of residential cluster developments from the Suburban to Rural Policy Areas. Mixed use community proposals in the Upper Broad Run and Upper Foley may incorporate residential clusters, passive open space or active outdoor recreation facilities to establish a transition or greenbelt as they approach the Rural Policy Area.
10. Residential Clusters and Villages will be developed with specific design criteria that help to form open space (which may include active and passive recreation) surrounding the residential development. Refer to the Design Guidelines contained in Chapter Eleven.
11. Residential Cluster developments allow landowners to group lots in a traditional rural community pattern while preserving the majority of the land base in open space. A Residential Cluster is the grouping of building units on small lots with the largest part of the site remaining in open land. There is no minimum lot size for the clustered lots. The cluster is both visual and spatial with the dwellings scaled and sited to maintain coherent relationships to each other and the surrounding landscape. The residual open land accounts for the overall lower density of the site.

12. The County may consider a cluster to include the siting of houses in a group using conservation design and not just the siting of lots on a parcel.

*(Amend new Policy 13, pg. 8-6)*

13. In locating the open space required in any development, the County will consider the contiguity of the open space area to other designated open space and unique site features and Green Infrastructure implementation.

*(Amend new Policy 14, pg. 8-6)*

14. Open space provided within developments will be located to accomplish the following:

- a. Create and supplement the 300-foot buffer and 200-foot transitional area proposed along the Bull Run in the Upper Foley, Lower Foley and Lower Bull Run sub-areas, consistent with the River and Stream Corridor (RSC) policies.
- b. Create and supplement the 300-foot buffer and 1000-foot voluntary open space area proposed along the Goose Creek and the Goose Creek Reservoir and the Beaverdam Reservoir in the Lower Sycolin and Middle Goose sub-areas, consistent with the RSC policies.
- c. Create a contiguous network of green spaces to supplement the Countywide Green Infrastructure.
- d. Provide a buffer with the Rural Policy Area.

15. Adding to the creation of the greenbelts and buffer will be credited to the satisfaction of open space requirements.

16. The County will encourage the development of non-residential uses in the Transition Policy Area that provide a transition from suburban to rural. Such uses may include but are not limited to equestrian centers, golf courses, retail nurseries, boarding schools and kennels, large institutions provided they meet specific criteria that address the nature, scale and intensity of the use, market area and design characteristics.

17. Non-residential uses will serve to define the Transition Policy Area as a unique planning area. The County will allow for a range of uses that are compatible with desired development patterns and the rural landscape and are at intensities not permissible within the Rural Policy Area.

18. Small-scale commercial uses permitted through the home occupation and small business provisions of the Zoning Ordinance are appropriate in the Transition Policy Area.

*(Amend new Policy 19, pg. 8-7)*

19. Mixed use communities and villages exceeding 100 dwelling units will provide a community core or utilize an existing core that will serve as the focal point within the development.

*(Amend new Policy 20, pg. 8-7)*

20. The community core can vary in scale, design and use depending on the scale of the community it serves. The Community Core is intended to create a sense of place and identity for the community.

21. Approval of a request to rezone property to permit Villages will be contingent on the provision of appropriate civic uses and services, compatibility with existing neighborhoods, and compliance of the proposal with the community design goals and policies of the County.

22. The County will require a variety of housing types and lot sizes in the Villages, such as single-family, multi-family and townhouse units.

*(Amend new Policy 23, pg. 8-7)*

23. Civic and institutional uses will be encouraged as part of any mixed use community or Village. Office and commercial retail uses will be permitted at scales necessary to foster a self-sustaining community. Cores will not develop as destination retail centers.

*(Amend new Policy 24, pg. 8-7)*

24. Civic uses are appropriate within mixed use communities or villages. The following location criteria apply.

- a. Civic uses should be located at prominent locations within the core such as the end of a street or street intersection.
- b. Parking, signs, lighting and loading areas must be located and designed to have minimal undesirable impact on surrounding areas and ensure that the standards and environmental impacts on surrounding areas conform to County requirements.
- c. The scale of civic uses must be compatible with the residential and pedestrian nature of the surrounding community or village. Large-scale civic or institutional uses requiring more than 15 buildable acres, either individually or in a multipurpose facility, should be located on the periphery of an individual neighborhood or in core areas on roads that can accommodate the anticipated traffic volume.

*(Amend new Policy 25, pg. 8-7)*

25. Open space such as natural areas, tot lots, athletic fields, parks and greens should generally be dispersed in mixed use communities and villages so that they are conveniently located to most people. In addition, the following location criteria apply.

- a. Athletic fields should be located, where practical, along collector roads and should be buffered from adjoining residences, although trails and sidewalks should provide a connection with the neighborhood.



- b. Greens and other maintained passive parks should serve both a recreational and a design function. They should be located in high-visibility areas or in conjunction with civic uses such as schools, houses of worship or community buildings and neighborhood commercial centers where the green can serve as either a "mall" for the center or as a buffer for adjoining homes.

26. Equestrian trail networks and facilities will be allowed within the Transition Policy Area.

27. The County will protect the Bull Run Quarry in the Lower Bull Run sub-area and the Luck Stone Quarry in the Lower Sycolin sub-area from incompatible uses by ensuring that encroaching new development does not hinder the quarry operation.

28. The County will develop and implement an area management plan to provide detailed design and land use guidance for planned development in the Transition Policy Area. The area management plan process will involve the area's citizens and business owners in the development of plan policy.

(Add new sections, pg. 8-8)

#### Development Policies for Upper Broad Run and Upper Foley Sub-areas

1. Mixed use communities within the Upper Broad Run and Upper Foley sub-areas should provide a variety of housing types and lot sizes and develop in accordance with design guidelines and performance standards (See below and Chapter 11) to achieve an efficient site layout, a pedestrian-friendly scale, adequate open space (active, passive, and natural), and the protection and incorporation of the Green Infrastructure.
2. The land use mix (measured as a percentage of the land area) in a mixed use community generally will comply with the following ratios:

Land Use Category*	Minimum Required	Maximum Permitted
a. Residential	30%	60%
b. Office&/or Light Industrial	0%	No maximum
	5%^	No maximum
c. Public & Civic:	10%	No maximum
d. Public Parks& Open Space	30%	No maximum

\* Retail Policy guidance provided in *Countywide Retail Plan*

^ A minimum of 5% is required for projects larger than 100 acres.

Supportive non-residential uses such as office and retail are encouraged in all projects. However, the non-residential uses may not be appropriate in every case due to factors such as location, scale, and environmental impact.

3. Mixed use communities will incorporate open space at a minimum of 30 percent of the gross acreage of the property.
4. Mixed use communities will exhibit the following design characteristics desired by the County:
  - a. Compact site layout to reduce trips within the neighborhood, facilitate alternative forms of transportation, preserve the Green Infrastructure, and result in reduced transportation and utilities infrastructure costs;
  - b. Pedestrian-scale streetscape including such features as street trees, sidewalks along all street frontage, and street lighting;
  - c. A predominantly interconnected street pattern with inter-parcel connections, an exception to this rule may apply where the use of curvilinear and cul-de-sac streets can better preserve natural areas;
  - d. A combination of neighborhood parks, squares, and greens located throughout the neighborhood within 1500 feet of all residences, and a formal civic square or other public space located in conjunction with a civic facility, Neighborhood Center or other use, to create a focal point for the community;
  - e. The location of public and civic uses such as houses of worship and community centers in prominent sites to act as landmarks within the neighborhood;
  - f. Off-street parking lots located to the rear of civic and business uses to ensure the building is the prominent sight from the street;
  - g. On-street parking that may be credited toward meeting residential parking requirements; and
  - h. A variety of lot sizes.

#### Open Space Policies for Upper Broad Run and Upper Foley Sub-areas

1. Mixed use communities in the Upper Broad Run and Upper Foley sub-areas will provide a mix of open space. This mix will include active and passive uses, which may be located within the River and Stream Corridors (RSC) and/or natural open space areas as appropriate to the scale and location of the site. Types of active recreation open space include, but are not limited to, ballfields, tennis or basketball courts, swimming pools, tot lots, golf courses, dog parks, and other areas for recreational sports or games. Types of passive open space include, but are not limited to, trails (hiking, biking, walking, or equestrian), picnic, camping, hunting, or fishing areas. Natural open space is land left in a mostly undeveloped state including forests, meadows, hedgerows, and wetlands.
2. Interior open space will account for at least 75 percent of the required open space in suburban communities. Thus, neither the required buffer areas nor "leftover spaces" and parking and street landscaping can account for more

than 25 percent of the open space requirement.

3. All dwelling units will have an open space area (active, passive, or natural) located within 1,500 feet.
4. All active recreation open space will be readily accessible to pedestrians and cyclists by sidewalk, path, trail, and/or bike lane.
5. The entire area of the RSC on a given parcel will be protected in accordance with River and Stream Corridor Resource policies, regardless of the amount applied to the open space requirement of the land use mix.
6. Mixed use community developments in the Upper Broad Run and Upper Foley sub-areas must have 30 percent of the land designated as open space. Up to 50 percent of the required open space, excluding RSC, may be obtained offsite within the same community. Offsite open space can include priority open space areas, greenbelts, and components of the green infrastructure.
7. Areas included on the following list will fulfill the open-space ratio requirement of the land use mix defined for mixed use communities in the Upper Broad Run and Upper Foley sub-areas
  - a. Community parks that are at least three acres in size;
  - b. Neighborhood parks that are at least 20,000 square feet in size;
  - c. Pocket parks, landscaped gardens, and greens that are at least 2,500 square feet in size;
  - d. Linear path systems including those that connect to off-site path systems. Multi-modal path systems will conform to the *Loudoun County Bicycle and Pedestrian Mobility Master Plan*.
  - e. Required perimeter buffers (not to comprise more than 25 percent of the open space);
  - f. Community gardens at least 2,500 square feet in size;
  - g. Tot lots that are a minimum of 2,500 square feet in size; and
  - h. The RSC areas;
  - i. Equestrian trails;
  - j. Water features such as ponds and lakes that are wet year-round. Storm water management facilities will not be included unless they are developed as year-round amenities. (e.g., with gazebos, picnic areas, or walking paths added);
  - k. A minimum of 25% of public school sites.
8. No buffer standard reductions will be permitted without substitution for other open space on an acre for acre basis.
9. All residential rezonings will be considered for voluntary participation in an open space preservation program.
10. The development phasing plan for a residential rezoning project will establish

a build-out relationship between the residential and non-residential components of the project that is consistent with the County's goals for the project area.

11. For properties up to 50 acres within the Upper Broad Run and Upper Foley sub-areas, the land use mix attributed to the various land uses may not be achievable due to the small size of the parcel. In such cases, an applicant for rezoning may vary from the land use mix specified in the Plan by showing that an alternative is more appropriate to the specific site. This can be accomplished by various methods such as providing the County with a survey of existing land uses within a 1,500-foot radius of the site.
12. The County's vision for mixed use communities within the Upper Broad Run and Upper Foley sub-areas is self-sustaining communities that offer a mix of residential dwelling types, commercial, and employment uses; public services and facilities; amenities that support a high quality of life; and a design that conforms to the County's Green Infrastructure and incorporates Conservation Design.
13. Mixed use communities within the Upper Broad Run and Upper Foley sub-areas will be developed as efficient, compact, mixed-use and pedestrian-oriented communities with a range of residential lot sizes, in accordance with the community design policies of this Plan, will provide a measurable standard open space (active, passive, and natural) as specified in the land use matrix, and will fully integrate the County's Green Infrastructure.
14. The County, in collaboration with other governmental agencies and the private sector, will ensure through a variety of measures that all public spaces in residential and commercial areas are pedestrian friendly. These measures may include the construction, improvement, and maintenance of public squares, parks, and pedestrian malls, and the attention to street design details such as landscaping, lighting, and provision of attractive street furniture.
15. Development proposals proceeding through the legislative and site planning process will conform to the County's community design guidelines.
16. Residential, office, institutional, civic, and retail areas in the mixed use communities within the Upper Broad Run and Upper Foley sub-areas (schools, universities, shopping centers, employment centers, parks, libraries, community centers, and other heavily visited public buildings) will demonstrate convenient access by foot and bicycle.

*(Amend text and policies, pg. 8-8)*

#### B. Location Criteria for Villages and mixed use communities

Location policies will direct development to sites that enhance or augment the County's Green Infrastructure, complement the rural character of existing landscapes, protect environmentally sensitive resources, allow for the provision



of infrastructure facilities and remain compatible with surrounding development densities. It would be most appropriate if the locations of villages and mixed use communities are coordinated through the policy area planning effort.

Rezoning to achieve the Countryside Village pattern of development served by central water and wastewater utilities are desired in the Lower Foley sub-area.

#### Location Policies

1. Development within Villages and mixed use communities should be located on areas of the site that afford the least disruption of natural views of the rural landscape.
2. Villages and mixed use communities proposed to be located within 500 feet of archaeological and historic sites and scenic byways will be reviewed for compatibility with the existing landscape.
3. Villages and mixed use communities should be designed so that open spaces surrounding the developments augment or enhance the Green Infrastructure.

DRAFT

## Chapter 11- Implementation

### B. Open Space

*(Amend Policy 3a, pg. 11-3).*

- a. Residential Neighborhoods and mixed use communities: Densities ranging from 1.0 dwelling units per acre up to 4.0 dwelling units per acre for the Suburban Policy Area and up to 4.0 dwelling units per acre in the Upper Broad Run and Upper Foley Transition sub-areas as detailed in the land use pattern map may be considered by the County in accordance with the capital facilities guidelines of this Plan and may be considered by the County for voluntary participation in the Open Space Preservation Program. Residential densities above 3.5 and up to and including 4.0 dwellings per acre may be considered by the County in return for voluntary participation in the open space preservation program according to the guidelines presented below and the Density Transfer Guidelines.

### D. Transition Policy Area Design Guidelines

*(Add Policy #4, pg. 11-20).*

#### 4. Mixed use communities in Upper Broad Run and Upper Foley Sub-areas

##### a. Function:

Mixed use communities in the Upper Broad Run and Upper Foley sub-areas are intended to provide a mix of residential dwelling types and civic uses; they should have a peaceful character suitable for private domestic life, recreational activities, and neighborhood social gatherings. Community structures and facilities, including the variety of housing types as well as civic, educational, recreational, and commercial use, should maintain an intimate, domestic scale and be designed to maximize privacy within residences and rear yards and foster small group interaction within the hierarchy of small communal squares and greens distributed throughout the neighborhood.

##### b. Scale:

Mixed use communities are intended to provide densities of up to 4.0 dwelling units per acre in the Upper Broad Run and Upper Foley sub-areas as detailed in the land use pattern map. The proximity of adjoining buildings and the narrow streetscapes will provide a very pedestrian-oriented intensity. Mixed use communities will be compact, with a variety of unit types and lot sizes that provide for unmet housing needs while stepping down in development densities as they approach the Rural Policy Area and Bull Run.

c. Land Use Arrangement:

Different land uses should be mixed in the same community. A variety of domestic and supporting land uses such as day care, personal services, or local recreation sites will be fundamental to all mixed use communities; additional civic, commercial, and employment uses also may occur as part of a mixed use community commercial component. These different uses should be combined in logical and harmonious ways but should not be relegated to single-use land bays, as is typical of a conventional suburban development.

For reasons of community harmony and visual compatibility, like uses should front one another across secondary collector and local access streets, while compatible but different types of uses may be placed on adjoining lots along these streets. Compatibility will be measured in terms of size, architectural similarities, landscaping, site development, and other similar matters. Should other considerations cause the fronting of unlike uses, every effort should be made to maintain a similarity of building mass, scale, window and door openings, and detail. In short, different and even disparate uses may and should be harmoniously located within the residential neighborhoods and within the individual block as well.

Open space and how it functions in the mixed use community also is important. The "outdoor rooms" of a community play a critical role in establishing community identity and facilitating social activities. The *Revised General Plan* calls for a significant open space component consisting of elements of the Green Infrastructure such as stream corridors, floodplains, woods, wet ponds, community gardens, greenbelts, buffers, trails, structured parks, athletic fields and playgrounds. A hierarchical assortment of squares and greens should be located throughout the mixed use community, while neighborhood, community, district, and county parks should be located between them. Open space within mixed use communities should complement and provide a visual and physical transition to the adjacent Rural Policy Area and Bull Run.

Active open space generally should be located within 1500 feet of all residences within residential neighborhoods. In mixed use communities recreational areas should be open to the surrounding streets and contribute to a sense of spaciousness. While protection and integration of the natural features of a site through conservation design techniques will be paramount, usable open space such as squares and greens generally should be flat and well drained and have a minimum size of 2,500 square feet fronting on a local street.

Community, district, and County parks generally will be located between mixed use communities and be reached on foot, by means of sidewalks on local access streets and/or trail connections or by automobile on primary or secondary collector roads. While topography, vegetation,

hydrology, proposed use, and design intentions should determine the location of playing fields and placement of community centers, bleachers, and other structures in these parks, significant park buildings generally should be located along and be very visible from the secondary collector roads linking mixed use communities and be near the areas served.

Civic and community uses should be recognized as the major landmarks of a mixed use community. Every attempt should be made to provide civic and community uses with highly visible locations, such as the termination of a vista or a prominent location around a square. Furthermore, civic or public structures should be located along a collector road or street.

Such uses should be featured and not lost within a sea of parking on an inconsequential side street of a community. Parking for civic and public uses should be either provided as parallel parking along the street or behind the use, in the middle of the block. Because users of these buildings frequently arrive after the conclusion of the working day or on the weekend, shared parking agreements with nearby office or commercial developments may be appropriate, reducing the required lot size, and rendering the projects more affordable.

Blocks should be the main organizing feature of individual neighborhoods. While conservation design, hydrology, proposed use and design intentions should determine block size and configuration, mixed use communities should have small block widths and lengths - an exception to this rule may apply to those blocks on the edge of a community where a lower density transition to the Rural Policy Area or Bull Run is sought. Although considerable design freedom is granted in the design of blocks, pedestrian movement is best encouraged by blocks not exceeding 400 feet in length. Furthermore, residential blocks of greater than 200 to 300 feet in width tend to develop accessory, sometimes unanticipated, land uses along the service alleys.

Pedestrian movement is stimulated by a brisk succession of structures and intricate building detail. Movement declines with boring front yards, nondescript side yards and dull garage doors. Side yards provide little usable family outdoor recreation space while generating the need for additional, costly road and utility construction and rectangular rear yards generally provide the most effective space for family activities. Mixed use communities should reduce front and side yards to the minimum needed for health and safety reasons and strive to provide effective and usable rear yards. To this end, lot designers should consider the use of a "build-to" line, which would establish the maximum setback of structures from the street and also consider establishing a clear definition such as a low wall or hedge, between the private front yard and the sidewalk space. This arrangement could also lead to a more affordable housing product.



North of Route 50, developments adjacent to the Rural Policy Area will use low densities, residential clusters, passive open space or active outdoor recreation facilities to establish a transition or greenbelt as they approach the Rural Policy Area.

d. Streetscape:

Mixed use community rights-of-way should be designed in a hierarchical, generally rectilinear pattern of collector roads and local access streets that respond to natural features and alleys that respects the Green Infrastructure elements of the community. Streets should terminate in other roads and streets. Collector and local access streets are to be considered the main "public rooms" of a community and should be designed to accommodate a number of specific, interactive functions, such as: (i) pedestrian, bicycle and vehicular movement, and the parking of cars; (ii) foreground and entryway into private residences, communal and public buildings; (iii) interactive social space; and (iv) street grids should respond to natural features.

To achieve these functions streets should be designed as a network of defined yet lively spaces surrounding blocks. Each street should be further designed as a set of carefully graduated zones as follows:

- i. A zone of privacy near the entry and ground floor windows of residential buildings or an "eddy" area adjacent to commercial buildings
- ii. A pedestrian movement and meeting zone;
- iii. A buffer zone of street trees, plantings and parked cars; and
- iv. A zone of moving vehicles.

In order to define the street space, buildings facing each other across the street should be placed close to the street with minimal setbacks to frame the street. Spatial definition should be reinforced with the regular planting of street trees chosen to develop an overhead leaf canopy. Further street definition should be sought by emphasizing block corners with street lights, while the vista at the end of the street should terminate with a centrally placed building façade, such as a major house or civic building, an archway into a neighborhood green, a house of worship spire or a monument.

Major collector roads, used primarily to connect communities with each other and with the arterial network, should avoid dividing any mixed use community, although major collector roads may skirt such neighborhoods. Secondary collector roads, which act as the primary link between the community neighborhoods, should be distinguished from the local access

streets that they serve by means of larger scaled and more dignified structures, such as houses of worship, major residences, grander tree species and richer choices of street furniture. Local access streets should possess a liveliness generated by variety of building types and details such as entryway porches, interesting doors, lighting fixtures and by careful selection of street furniture and trees.

Alleys provide for property service functions such as rear yard and accessory apartment access, parking and garaging, utilities and trash collection.

Continuous parallel parking for additional cars and visitors should be provided in the street at the front of residential lots. Garages should be set back from the front façade of the dwellings.

Parking for non-residential, civic, commercial, employment and recreational uses located in the mixed use communities should be provided in the middle of blocks and reached by means of alleys, and/or provided by continuous on-street parallel parking, or provided on the perimeter of the neighborhood and reached by secondary collector roads. In no case should parking lots occupy significant frontage along residential streets.

Streets and their widths are perhaps the most distinguishing feature of suburban type developments. Typically designed to move only automobiles, streets seldom play a constructive role in community character. However, street designs that are sensitive to views, pedestrian movement, landscape, and physical enclosure may create, in new communities, an outdoor public space that encourages community interaction and social activity.

Cul-de-sacs, along with significant building spacing and homogeneity of uses, represent a basic visual characteristic of suburban neighborhoods. In some circumstances, the use of cul-de-sacs and curvilinear streets will be essential in order to implement conservation design. Cul-de-sacs can separate one neighborhood from another and may prevent convenient pedestrian or vehicular movement. Interconnected streets, whether in a grid or curvilinear pattern within the neighborhood provide better traffic movement and emergency service response as well as greater opportunities for social interaction. Cul-de-sacs should be limited to the minimum required to address environmental and engineering constraints.

Sidewalks and pedestrian ways supplement and complement street systems in establishing the character of a residential environment. The pedestrian circulation system need not parallel the street system. However, a sidewalk should be provided on at least one side of a public street. Trails and paths behind homes or through public open space present a safety concern for both the pedestrian and the adjoining property owner. Any use of trails not associated with a larger publicly

managed park system should incorporate design features that enhance safety and security for users and property owners. Pedestrian circulation systems should be provided as convenient, safe, and attractive links between residential groupings, open space areas, recreational areas, schools, and local shopping centers.

### **3. Non Residential Developments Along Arterial and Collector Roads**

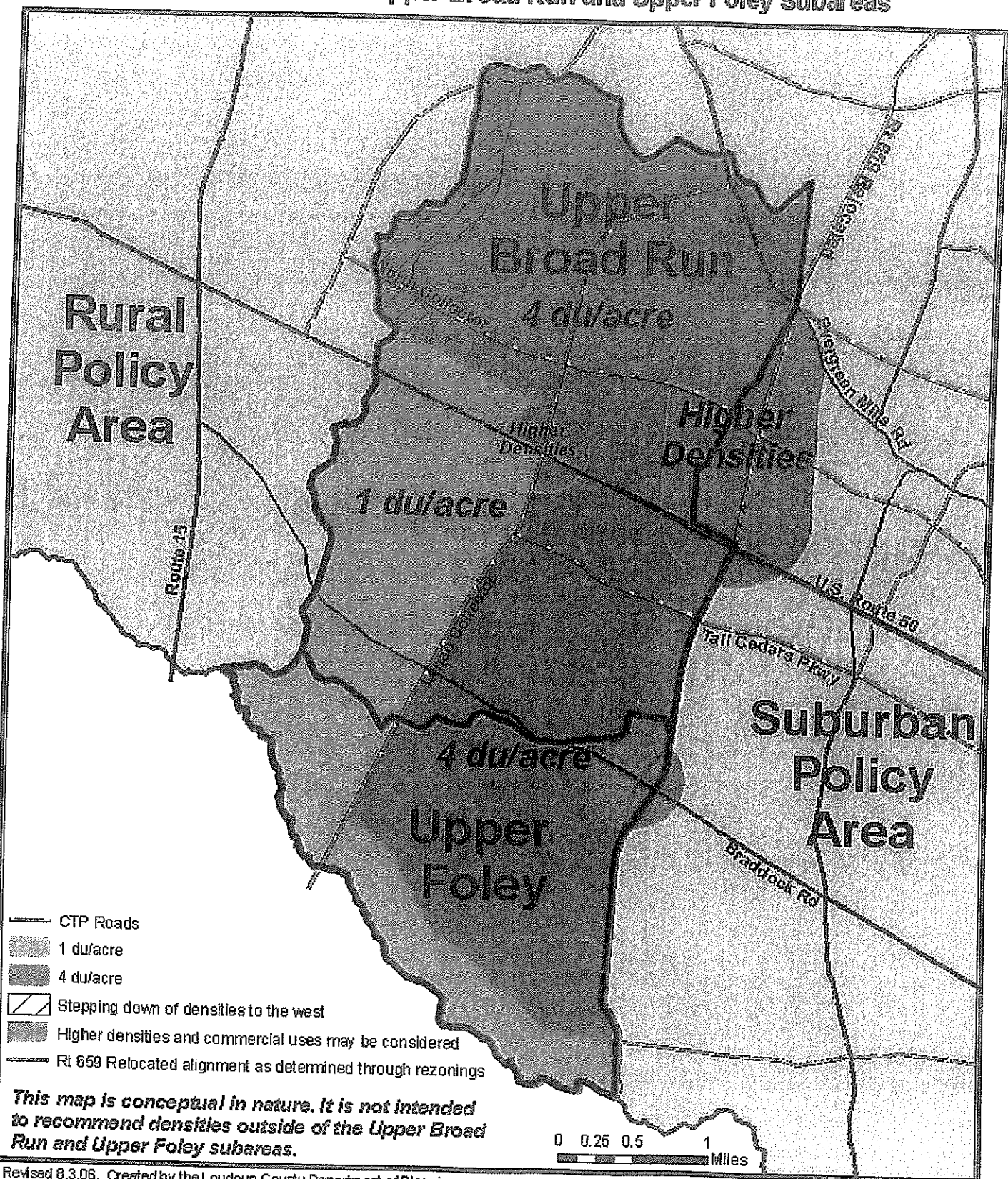
*(Amend Policy 3c, pg. 11-19)*

#### **c. Land Use Arrangement**

Non-residential uses will front arterial or collector roads, and may be developed as part of the community core of a village or mixed use community. Conservation design will be applied. The scale and the volume of the primary built mass and accessory elements should not dominate over the natural landscape. Buildings should be shielded from the road using natural landscaping, earth berms, etc. Continuous plane building surfaces will be avoided. Homogeneous surfaces will not exceed a linear distance of 20 feet especially when they front public access roads, such as major arterial or collector roads. Such surfaces will be broken up into smaller segments through fenestration and setbacks.

Parking areas will be located behind buildings and will not be the dominant feature of the landscape. Paved parking surfaces will be broken into modules; interspersed by tree plantings and other on-site landscape to prevent the creation of large paved surfaces as associated with suburban malls or office complexes. Developments will be sensitive to the use of glass and night lighting. These building elements will have to be buffered from access roads. Signage will be scaled and designed to be compatible with the surrounding landscape.

Land Use Pattern Map - Recommended Residential Densities  
CPAM 2005-0003 Upper Broad Run and Upper Foley Subareas

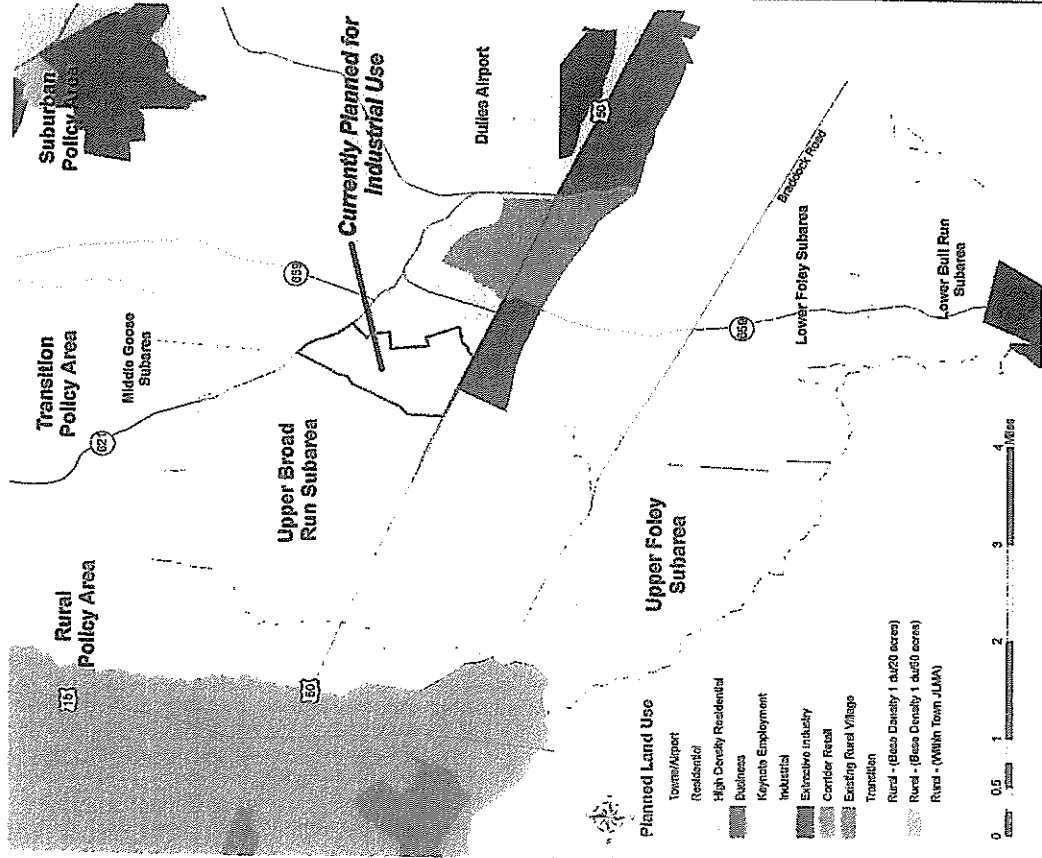


Revised 8.3.06. Created by the Loudoun County Department of Planning.



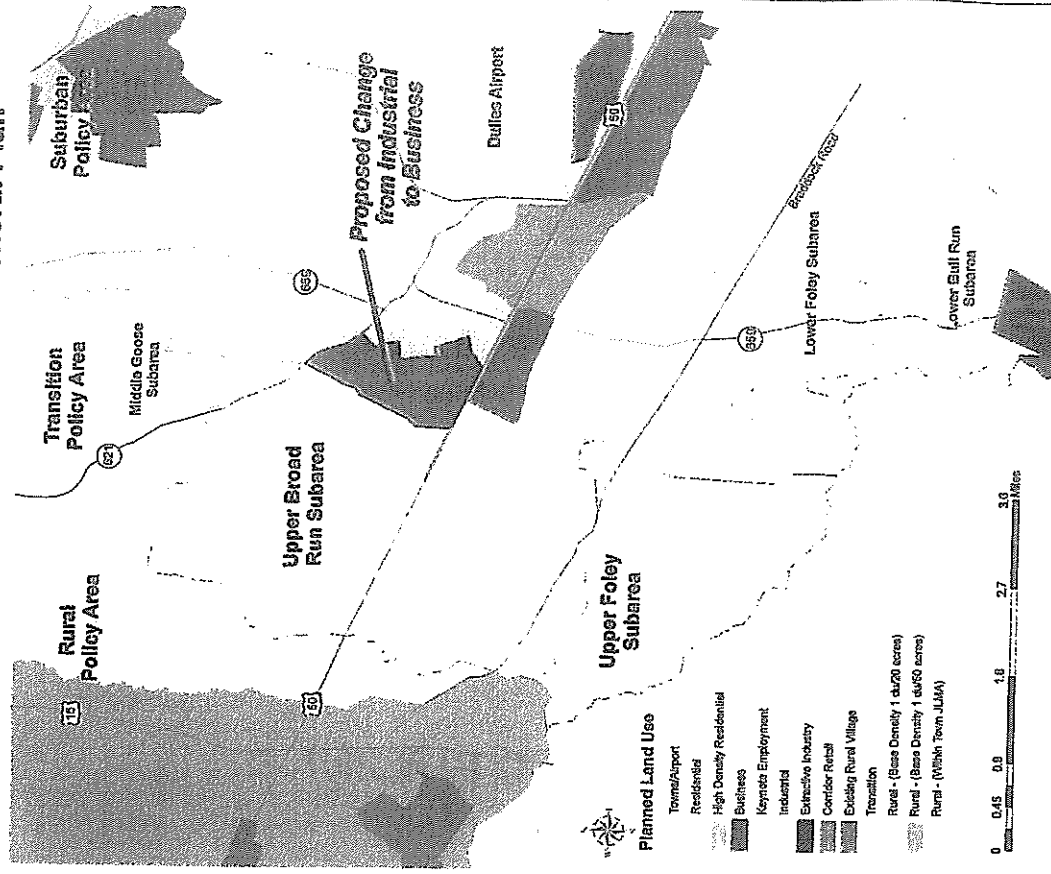
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## Current Planned Land Use



07-08-05  
Data from the Loudoun County Department of Planning & the Loudoun County Office of Mapping and Geographic Information

## Proposed Changes to the Revised General Plan



07-08-05  
Data from the Loudoun County Department of Planning & the Loudoun County Office of Mapping and Geographic Information

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